

## Message Text

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FOR THE INSPECTOR GENERAL

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TAGS: ASIG, BE  
SUBJECT: THE USE OF OVERSEAS MISSION STAFF IN REPRESENTATION AND  
NEGOTIATION VERSUS TRAVELING TEAMS

REF: STATE 69535

1. TO JUDGE HOW EFFECTIVELY RESOURCES ARE BEING UTILIZED BY  
THE DEPARTMENT AND U.S. MISSIONS ABROAD FOR REPRESENTATION AND  
NEGOTIATION, WE NEED TO BE CLEAR ABOUT THE FUNCTIONS THAT  
SHOULD BE PERFORMED BY EACH. IN MY JUDGMENT, THE CENTRAL ROLE  
OF THE DEPARTMENT WITH RESPECT TO NEGOTIATIONS AND  
REPRESENTATIONS IS TO DETERMINE U.S. INTERESTS, ESTABLISH  
PRIORITIES, AND MAKE POLICIES. THE MAIN RESPONSIBILITY OF  
U.S. MISSIONS ABROAD IN RELATION TO NEGOTIATIONS AND  
REPRESENTATIONS IS TO KNOW WELL THE LOCAL SCENE AND DEVISE  
TACTICS TO ACHIEVE U.S. POLICY OBJECTIVES.

2. THE TWO PROCESSES SHOULD DEVELOP IN PARALLEL, NOT IN  
ISOLATION. THE ABILITY OF THE DEPARTMENT TO COME UP WITH  
GOOD POLICIES DEPENDS IN PART ON ACCURATE INFORMATION  
AND ASTUTE ADVICE FROM THE FIELD. THE DEVELOPMENT OF  
EFFECTIVE TACTICS WOULD BE HANDICAPPED BY POOR  
KNOWLEDGE OF THE NATURE OF AND REASONS FOR POLICIES  
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BEING FORMULATED. THERE SHOULD BE A FULL EXCHANGE OF  
INFORMATION AND JUDGMENTS BETWEEN THE DEPARTMENT AND  
THE FIELD SO THAT POLICIES AND TACTICS EMERGE AS A  
UNIFIED AND MUTUALLY-REINFORCING ENTITY.

3. THE PRESENT REALITY IS FAR FROM THIS IDEAL. THE  
NORMAL PATTERN IS FOR THE DEPARTMENT AND OTHER

WASHINGTON AGENCIES TO ENGAGE IN INTENSE AND OFTEN PROLONGED RUNNING BATTLES OVER POLICY WITHOUT CONSULTING WITH U.S. MISSIONS ABROAD ABOUT EITHER FEASIBILITY OR TACTICS. ALL TOO OFTEN U.S. POLICIES BURST ON THE WORLD FULL-BLOWN WITH THE EXPECTATION THAT THEY WILL BE ACCEPTED BY FOREIGN GOVERNMENTS WITH LITTLE OR NO CHANGE. THERE ARE MANY EXAMPLES OF ESSENTIALLY GOOD U.S. POLICY BEING BURDENED AND SOMETIMES SCUTTLED BY LACK OF CARE FOR TACTICS.

4. ONCE THE PROBLEM OF THE RELATION BETWEEN POLICY AND TACTICS IS SOLVED, THE QUESTION OF HOW BEST TO USE RESOURCES WILL BE EASIER TO ANSWER. BECAUSE IT WILL BE SEEN THAT THE FASHIONING OF A U.S. NEGOTIATING POSITION ON ANY SUBJECT WOULD BENEFIT FROM THE SIMULTANEOUS INPUT OF POLICY FROM WASHINGTON AND TACTICS FROM THE FIELD. THE SAME HOLDS TRUE FOR THE COMPOSITION OF U.S. NEGOTIATING TEAMS. ON ANY IMPORTANT, COMPLEX SUBJECT, U.S. INTERESTS WOULD BE BEST SERVED BY NEGOTIATING TEAMS MADE UP OF OFFICERS FROM WASHINGTON AND THE FIELD, BOTH OF WHOM WILL HAVE PARTICIPATED IN THE PROCESS OF PREPARING THE NEGOTIATING INSTRUCTIONS AND BOTH OF WHOM WILL BE EXPECTED TO TAKE PART ACTIVELY IN THE NEGOTIATIONS.

5. LARGE MULTINATIONAL CORPORATIONS SEE CLEARLY THE RELATIONSHIP BETWEEN POLICIES AND TACTICS. THEY SPEND A GREAT DEAL OF TIME AND EFFORT FASHIONING AN INTEGRATED APPROACH. HEADQUARTERS AND FIELD OFFICES LIMITED OFFICIAL USE

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CONSULT EACH OTHER FREQUENTLY BY PHONE AND IN PERSON. MOST SENIOR EXECUTIVES I KNOW SPEND A TREMENDOUS AMOUNT OF TIME TRAVELING BACK AND FORTH BETWEEN HEADQUARTERS AND THE FIELD. THIS IS COSTLY IN TIME AND MONEY. BUT THEY CLEARLY THINK IT IS ESSENTIAL, EVEN THOUGH THE ISSUES THEY DEAL WITH ARE USUALLY LESS COMPLICATED AND MORE EASILY SOLVED THAN MOST OF THE SUBJECTS NATIONS NEGOTIATE ABOUT.

6. IN ADDITION TO THESE OBSERVATIONS ON THE RELATIONSHIP BETWEEN WASHINGTON AND THE FIELD, I HAVE ONE GENERAL COMMENT ON THE NATURE OF THE ECONOMIC MATTERS THE EMBASSY TAKES UP WITH THE BELGIAN GOVERNMENT BEFORE TURNING TO YOUR SPECIFIC QUESTIONS.

7. MOST OF THE REPRESENTATIONS THE EMBASSY MAKES TO THE BELGIAN GOVERNMENT ON ECONOMIC MATTERS RELATE TO BROAD POLICY ISSUES BEING CONSIDERED IN MULTILATERAL ORGANIZATIONS OR OTHERWISE OF CONCERN TO MANY COUNTRIES.

WE AND OTHER U.S. EMBASSIES IN EUROPE ARE FREQUENTLY ASKED OR HAVE THE OPPORTUNITY TO EXPLAIN U.S. POLICIES ON ENERGY, TRADE, DEVELOPMENT ASSISTANCE, FINANCIAL AND MONETARY MATTERS, INVESTMENT, ETC. WE AND OTHER EMBASSIES IN EC CAPITALS ALSO SUPPORT THE U.S. MISSION TO THE EUROPEAN COMMUNITIES BY APPROACHING EC MEMBER STATES ABOUT SPECIFIC ISSUES OF INTEREST TO THE U.S. BEING CONSIDERED IN THE EUROPEAN COMMUNITY. WITH THE NOTABLE EXCEPTION OF CIVIL AIR, BILATERAL AMERICAN-BELGIAN BILATERAL NEGOTIATIONS ON IMPORTANT ECONOMIC POLICY ISSUES ARE RARE.

8. ALL THIS BEING SAID, OUR ANSWERS TO THE SPECIFIC QUESTIONS YOU POSE IN PARA 2 OF YOUR TELEGRAM FOLLOW:  
A AND B. THE PERIOD SINCE JULY 1, 1976, HAS BEEN A TYPICALLY SLACK FOR OFFICIAL VISITORS ON ECONOMIC BUSINESS. THE MONDALE MISSION AND CONGRESSIONAL LIMITED OFFICIAL USE

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VISITORS ASIDE, WE HAD ABOUT 20 OFFICIAL ECONOMIC VISITORS IN THIS PERIOD. OF THESE, 10 WERE HERE FOR DIRECT NEGOTIATION OR REPRESENTATION ON TECHNICAL OPERATIONAL MATTERS. THEY WERE GENERALLY HELPFUL. HOWEVER, ONE OFFICIAL FROM WASHINGTON DECLINED TO HAVE ANYTHING TO DO WITH EITHER THE EMBASSY OR USEC. HE CONSIDERED HE WAS HERE EXCLUSIVELY TO DEAL WITH THE CUSTOMS COOPERATION COUNCIL. THE OTHER 10 WERE IN BRUSSELS FOR S FOR FAMILIARIZATION, CONSULTATION, AND AS ADVANCE OFFICERS FOR TRADE MISSIONS. NONE OF THIS LATTER GROUP WERE EITHER ESPECIALLY HELPFUL OR HARMFUL.

C. WE HAD ADVANCE KNOWLEDGE OF THE REASONS FOR THESE VISITS. HOWEVER, WE WERE NOT INFORMED IN ADVANCE ABOUT THE NEGOTIATING OBJECTIVES OR THE SUBSTANTIVE POINTS THAT WOULD BE COVERED.

D.E.F. THE ISSUES DEALT WITH WERE HIGHLY TECHNICAL AND BEST HANDLED BY SPECIALISTS FROM WASHINGTON.

G. AS INDICATED IN PARAS 1 THROUGH 7, ABOVE, I THINK WE SHOULD APPROACH THE PROBLEM OF WHO DOES WHAT PRIMARILY FROM THE STANDPOINT OF HOW BEST TO INTEGRATE POLICY AND TACTICS. AS I SUGGESTED, THIS IS LIKELY TO REQUIRE MORE RATHER THAN LESS TRAVEL, ESPECIALLY WHILE POLICY IS BEING FORMULATED. RENNER

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